National Defence / Défense nationale

Accommodation in support of the Canadian Forces: A Vision for 2020

Canada

Our Accommodation Goal

The right accommodation, in the right place, at the right time, to better serve the needs of our people and the CF.

Foreword

Accommodation 2020 is a vision for the future to support the living accommodation needs of Canadian Forces members and thereby contribute to the goals and objectives of Defence Strategy 2020. Accommodation is an essential element in maintaining the morale of CF members and thus contributes to operational effectiveness. More importantly, Accommodation 2020 is a commitment by the Department and the Canadian Forces that our personnel will be able to secure suitable accommodation wherever we may require them to serve. In particular, they must be able to exercise rental and ownership residential choice when and where they want, consistent with their personal financial circumstances.

Accommodation 2020 reflects several years of concentrated effort to define those underlying principles that we support regarding accommodation. There are numerous factors to consider such as the inadequacies and liabilities associated with the existing accommodation infrastructure inventory, the accommodation needs of our CF members, their families and households, greater governmental and Departmental competing objectives, and indeed the diversity of the Canadian private sector marketplace.

This vision is our assessment of the most desirable end-state to meet strategic Canadian Forces accommodation needs in the long term. The articulation of Accommodation 2020 is the first step to integrating the accommodation support programs into the Departmental planning process. The resultant strategy must be and will be dynamic, proactively responding to changes in CF demographics, force structure, CF member needs, Canadian societal trends and private sector markets.

We encourage you to study Accommodation 2020 in detail and to think about how accommodation is intrinsically linked to a member's ability to live, train and support a household, today and in the future.

Margaret Bloodworth
Deputy Minister
National Defence

R.R. Henault
General
Chief of the Defence Staff

September 2002

Introduction

Maintenance of morale is a fundamental principle in the conduct of successful military operations by the Canadian Forces at home and abroad. CF operations and the training of CF personnel involve the mandatory movement of members between different locations. This high degree of job-related mobility disrupts CF members' ability to secure and maintain suitable accommodation. The ability of CF members and their families to secure suitable accommodation is a key contributor to family well-being and therefore the maintenance of morale. Where the required accommodation is not available, is unaffordable, is in poor condition, does not provide the essential assurance of safety and security, or is inappropriate to the intended use, then the morale of the individual suffers. In a professional military force, this is unacceptable.

The Department of National Defence Accommodation Policy represents a tangible commitment to the men and women of the Canadian Forces as well as their families.

DND is committed to ensuring that CF members are able to secure accommodation which is suitable to personal circumstances, in a timely fashion and at any location where duty demands. DND will pursue policies, plans and programs which encourage CF members to secure accommodation in the private sector marketplace in order to maximize freedom of choice. In those instances where the private sector marketplace cannot meet the needs of the CF member, DND will support Crown intervention.

DND Accommodation Policy — 14 June 1999

Aim

The aim of Accommodation 2020 is to articulate the strategic goals of the Department and the Canadian Forces regarding accommodation. These goals are the links between the Policy Statement and future operational accommodation programs, plans and initiatives.

Strategic Direction

Accommodation 2020 is a supporting document to People in Defence Beyond 2000, which in turn is the initial Human Resources response to the Defence Strategy 2020 document entitled "Shaping the Future of the Canadian Forces: A Strategy for 2020." Accommodation 2020 speaks to enhanced accommodation support programs that will positively contribute to the HR goal of Defence as an "Employer of Choice" while recognizing the fiscal pressures of the Capital Program. The accommodation support programs must support the specific HR goal outlined in Defence Strategy 2020:

Position Defence as an Employer of Choice for Canadians by expanding the knowledge and skills base of our personnel and by providing them with progressive opportunities for development, career mobility and recognition for service.

Shaping the Future of the Canadian Forces: A Strategy for 2020 — June 1999

HR Mission

To develop and implement HR plans, policies and programs to recruit, develop and retain people to effectively support the CF in operations and meet the defence mission.

HR Vision

Look after our people, invest in them and give them confidence in the future.

Strategic HR Principles

Mission: We serve the Defence mission by primarily developing skilled professionals.

People: We honour the social contract with our people by taking care of their support needs and by trying to satisfy their work and career expectations.

Society: We reflect and uphold fundamental Canadian values by striving to meet the expectations that Canadians have of Defence as a national institution.

People in Defence Beyond 2000 — April 2001

The accommodation support programs are fundamental to achieving the goals and objectives of Accommodation 2020 and are an integral part of People in Defence Beyond 2000.

Our accommodation vision must be in concert with the three strategic HR guiding principles of mission, people and society. Accommodation can positively contribute to the training, education and development of skilled professionals, thereby enhancing their contribution to operational effectiveness and mission accomplishment. Accommodation is also a basic human support need that must be met as part of the modern social contract with our people. A satisfactory quality of life will help to maintain individual effectiveness and commitment. And our accommodation support to our people must reflect the standards and values of contemporary Canadian society while meeting the expectations that Canadians have of Defence as a national institution.

Stakeholder Identification

There are many key stakeholders in the provision of accommodation support to CF personnel:

- The Government of Canada expects DND and the CF to maintain the mobility and morale of its military personnel in order to effectively perform identified missions, while at the same time ensuring that accommodation support programs are managed prudently and on a sustainable basis.
- DND, the CF, and CFHA must serve as employer, advocate and agent respectively. ADM (HR Mil) as the Departmental Accommodation Authority must define the expected accommodation support consistent with these roles.
- CF members and their families are the users of CF accommodation support. The extent to which DND and the CF will intervene on their behalf will be dependent on their individual and collective terms of service. They expect and deserve accommodation support programs that meet their evolving needs.
- Operational Commands are the clients. In order to achieve the levels of manning, motivation and mobility required, Operational Commanders must be assured that the necessary accommodation support programs for their personnel are in place and effective.

Emerging Strategic Accommodation Environment

In twenty years time, the accommodation support programs in place may not resemble those measures that have evolved over the last 45 years. This is due in part to the changes that are taking place in DND and the CF as well as the myriad changes that are occurring in Canadian society at large. DND and the CF must define the desired program outcomes, forecast program needs based on emerging trends, and develop appropriate measures and indicators to aid in decision-making along the way.

Residential accommodation support programs for all CF members must be responsive to emerging needs. The programs must keep pace with future force structure and posture that will continue to evolve in response to new mission requirements, new military doctrine, uncertain manning levels, technological change and the constant fiscal pressures on the Defence Services Program. The accommodation support programs must also be relevant to the evolving CF household. The traditional family concept is giving way to multi-generational household units with different age, sex, occupation, and relationship characteristics.

Accommodation
Support Programs in the Future

A New Social Contract

A new social contract is evolving between the individual CF member and the CF. Canadian Forces installations, historically isolated or at least well outside municipal boundaries, provided workplace, accommodation, recreation, social and retail services. Much of this support was intrinsic to the military way of life and was valued by CF members and their families. As attitudes have evolved, so have greater opportunities to secure accommodation, use recreational facilities, socialize and interact outside the confines of CF installations. Transportation and communication links have contributed to a greater or lesser degree in the integration of CF members and their families with the Canadian society they serve. At the same time, CF members are seeking increased flexibility in exercising personal choice. Universal compensation programs, equality of treatment and increased recognition of the impacts of military service on personal lives are factors that are forging a new social contract between the CF and the member. This new and evolving social contract is already having an effect on three traditional pillars of military service — the military ethos, the military culture and the military community. The challenge for the accommodation support programs, now and in the future, is to acknowledge, embrace and adapt to change while seeking to safeguard the core values, ethos and sense of identity that make the CF and its members a vital national institution.

Accommodation Principles

Armed Forces Council in June 1996 endorsed three fundamental policy principles that will guide the development of the accommodation support programs to meet the future needs of the Canadian Forces, the military members, and their families. Canadian Forces members must be able to secure accommodation that is:

- **Suitable.** Suitability is established based on the standard of accommodation occupied by socio-economic peers in each location. To be suitable, accommodation should be comparable in form, condition, size, security, proximity to work and services, and neighborhood characteristics. ADM (HR Mil) will establish standards for residential, training and transient accommodation and re-evaluate those standards periodically to ensure they remain contemporary.
- **Available.** Availability of residential accommodation is established based on the number and percentage of rental and ownership units that are offered in local markets, and the number that are vacant and can be occupied by CF members when posted. Availability of training and transient accommodation is established on the basis of CF operational needs as well as the personal mobility of CF members and their families.

When access to suitable or available accommodation is denied or constrained, DND and the CF are prepared to intervene to maintain the mobility of CF members.

- **Affordable.** Affordability for the service member is a joint responsibility in concert with DND and the CF. HR policies and compensation will be periodically re-evaluated to ensure that collective and individual compensation programs are fair, reasonable and current.

Accommodation support programs should be developed, approved and implemented in light of their contribution to the accommodation needs of all CF members, the overall sustainability by the CF and cost-effectiveness for DND.

The Accommodation Goal

The right accommodation, in the right place, at the right time, to better serve the needs of our people and the CF.

Residential Accommodation Support

Canadian Forces members must be able to secure residential accommodation that is appropriate to their household and consistent with Canadian societal norms. They must be able to exercise rental and ownership tenure choice. Where the majority of residential accommodation is for sale, DND and the CF must ensure that sufficient rental housing is available to meet CF members' rental accommodation needs. As the military community has traditionally been associated with on-base MQ areas, a major challenge for the future is to continue to foster and support the ser se of military community among all CF members in a given location even if our members and their families become more dispersed in the local community.

By 2020, the transition from the existing inventory of old military housing and barracks to contemporary crown-controlled residential accommodation will be complete. Concurrently, DND will put into place comprehensive, integrated accommodation support programs that positively contribute to the morale of CF personnel and their families. These programs will encompass financial compensation, information, education, direct assistance, communications and advocacy with private industry in addition to the provision of crown-controlled residential accommodation units. These programs will assist CF personnel to exercise rental and ownership tenure choice, reduce the incidence of family separation due to the unavailability of suitable accommodation and improve opportunities for CF personnel to rent or own in local communities.

Designated Residences deserve special mention. They have traditionally satisfied a variety of needs throughout the history of the CF including operational readiness, personal security, on-base visibility and external representation. In the future, those residences that are assigned or heritage

will each fulfill a unique role that not only meets the accommodation needs of the occupant, but also the service needs of the CF and the departmental responsibilities of DND.

An Accommodation Service Provider

DND and the CF want to establish an Accommodation Service Provider that can provide the level and variety of residential accommodation services that CF members require. The Service Provider will become a residential "agent of excellence," able to provide single window accommodation service to all CF members. The eventual Accommodation Service Provider must demonstrate those corporate qualities, values and performance characteristics that distinguish an "agent of excellence."

Thus, our goals for residential accommodation support in 2020 are:

- Comprehensive, integrated residential accommodation support programs that are valued by CF members, and their families.
- A Single Window Accommodation Service Provider as our residential "agent of excellence" for all CF personnel
- A DND/CF crown-controlled residential accommodation inventory that is contemporary and well-maintained

Achieving our goals will mean residential accommodation support programs that positively contribute to the operational effectiveness of the CF and the Quality of Life of CF personnel and their families.

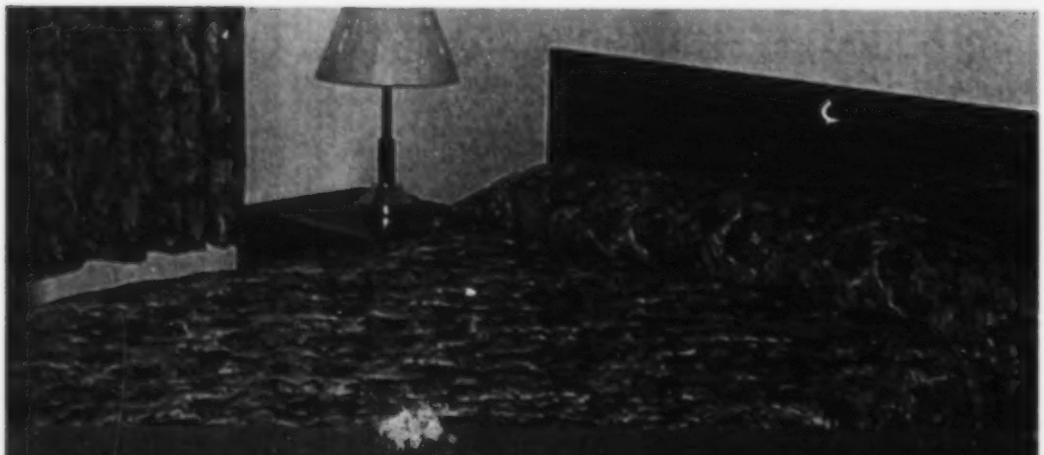
Training Accommodation

Canadian Forces members must be assured that their training accommodation is appropriate to the level and duration of training being provided while providing the basic necessities of safety, security, dignity and privacy. With rare exception, the CF training accommodation constructed in the 1950s and 1960s was intended to provide economy of scale rather than facilitate the training and education of CF members. The training accommodation of the future will be oriented to properly fulfill two roles: serve as the CF member's "home away from home;" and positively contribute to training and education objectives. This will require a greater degree of personal privacy and security for the CF member than is currently available. Improved building standards and leveraged technology will enhance the learning environment outside the classroom and permit greater connectivity of training accommodation to central training resources. This will in turn contribute to improved student performance and permit portions of training and education to be conducted in the virtual classroom.

ADM (HR Mil) in consultation with Operational Commanders and Group Principals will be responsible for the definition and consistent application of training accommodation service standards to support specific training and education levels. Environmental Chiefs of Staff and Group Principals shall in turn identify the training accommodation needs of individual and collective training courses, and determine the resource requirements and priorities to recapitalize and/or maintain the training accommodation required. Fiscal economies can be realized through rationalization and recapitalization of the existing single quarters inventory. Initiatives will be undertaken to provide improved training accommodation within CF installations as well as through partnerships with public/private training and educational institutions.

Thus, our goals for training accommodation by 2020 are:

- Training accommodation that is contemporary, value-added and cost-effective
- Connectivity of training accommodation to training centre resources
- Contribute to improved training and educational performance levels



Achieving our goals will mean that our training accommodation positively contributes to the professional development, military effectiveness and therefore the morale of CF personnel.

Transient Accommodation

Transient accommodation is required to support CF personnel in transition on deployments, on short-term imposed restriction and on temporary duty where necessary. It can also facilitate the personal travel of CF members and their families as they maintain the social support networks that are an essential element in the maintenance of morale.

CF personnel are continually called upon to deploy in support of operational missions as well as responding to domestic emergencies. These deployments often entail the mobilization of advance parties, recce teams and support groups on short notice to marshalling areas and airheads where commercial accommodation may not be available or cost-effective. As well, there are instances where the ability of CF personnel on imposed restriction and temporary duty to meet CF requirements in a timely, cost-effective manner can be compromised by the lack of suitable commercial accommodation. This can have an adverse impact on CF operations, DND programs or CF personnel.

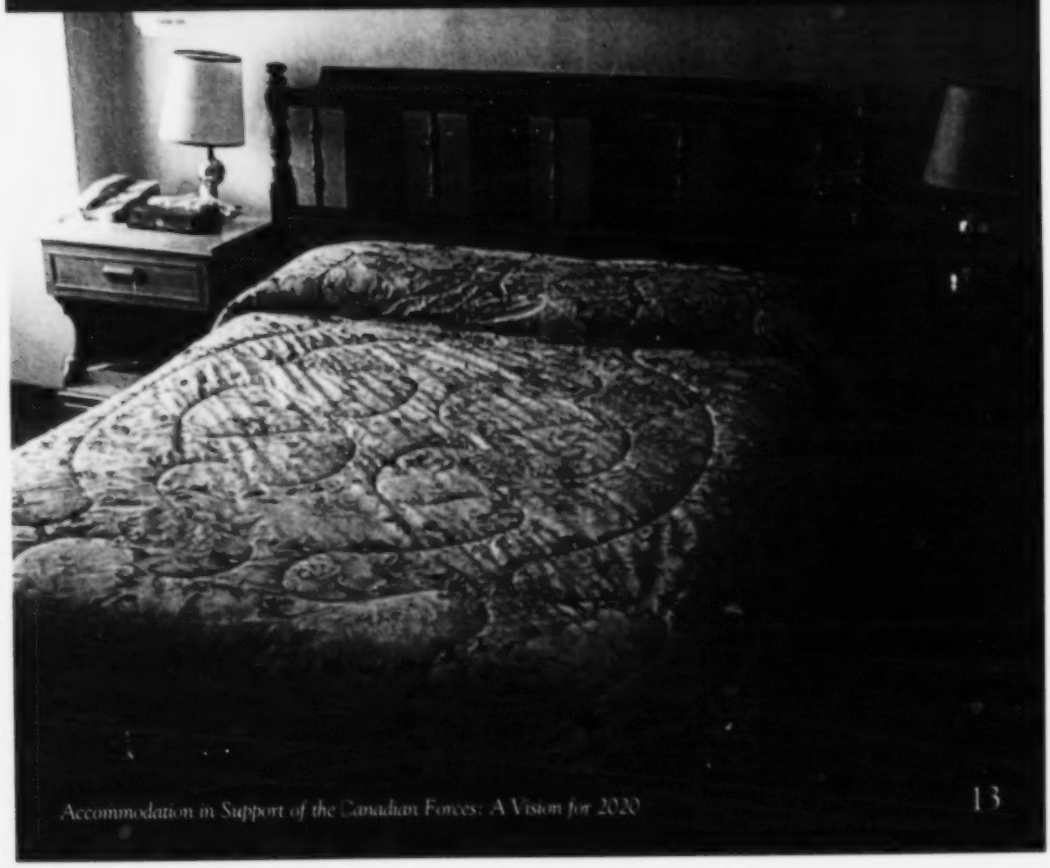
CF members and their families must maintain their mobility in order to fulfill the employment and professional development needs of the CF and DND. This has the effect of continually severing personal and professional attachments on a consistent basis with a potentially negative impact on social support systems. The result is that CF members seek to maintain social contact with extended family, friends, colleagues and peers through personal travel. However, the maintenance of social support networks can be discouraged where commercial transient accommodation is unavailable or represents a financial burden beyond the personal financial means of the CF member.

The CF is prepared to examine the feasibility of formally establishing CF transient accommodation as a non-public support service that in turn can support both public as well as private CF transient accommodation requirements. As a Non-Public Property venture, it would meet temporary accommodation requirements as well as enhancing the personal movement of CF members and their families. Any transient accommodation service should provide contemporary facilities on a financially self-sufficient basis.

Thus, our goal for transient accommodation by 2020 is:

- Contemporary transient accommodation operating on a self-sufficient basis in selected CF locations

Achieving our goal will mean transient accommodation that positively contributes to the operational effectiveness of the CF and the Quality of Life of CF personnel and their families.



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For more information, please contact:
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An electronic version of Accommodation 2020 can be found at www.forces.gc.ca/hr/qol/

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